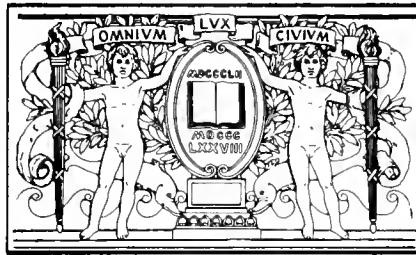


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COMMUNITY RENEWAL PROGRAM  
CITY OF BOSTON

PROJECT COMPLETION REPORT

BOSTON REDEVELOPMENT AUTHORITY  
RESEARCH DEPARTMENT  
COMMUNITY RENEWAL PROGRAM

May 1973

Kevin H. White, Mayor  
City of Boston

Robert T. Kenney, Director  
Boston Redevelopment Authority

Alexander Ganz, Director  
Community Renewal Program



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(Prepared in Accordance with the Requirements  
of RHA 7230.1, Ch. 3, Sec. 4)

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## INTRODUCTION AND SUMMARY

Boston's Community Renewal Program, just completed, has proven to be highly useful in providing the information, analysis and projection base for the formulation of City planning and development policy, strategy, and program guidelines in a new broad and ambitious planning effort.

The Community Renewal Program, and its work, has contributed to policy and decision making in the Boston Redevelopment Authority, the City's planning and development agency, and in the Mayor's office, in current and capital budget making, and in a broad range of areas in City government. These latter include roles in the work of City departments and agencies dealing with public facilities, tax and fiscal policy, assessing, housing, building inspection, rent control, industrial development, manpower, elderly affairs, public works, public safety, education, bond issuance and financing.

As a consequence of its proven usefulness, the role of the Community Renewal Program, in planning and development strategy and program formulation, and in City policy, information and analysis, is expected to continue. The

future scope of the program, however, will be constrained by current cutbacks in Federal and local funding available for planning and research.

There is a continued need for renewal programming and better communities planning, and these needs have been identified as part of the information, analysis and program development work.

As a product and byproduct of the preparation of Boston's Community Renewal Program, a broad range of reports, studies, surveys, programs, and related maps, tables and materials, have been prepared.

The Project Completion Report, here presented, provides a detailed description of each of these aspects.

I. THE CONTRIBUTION TO PLANNING AND DEVELOPMENT POLICY,  
STRATEGY AND PROGRAM GUIDELINES

A broad, new information base, - prepared as a key aspect of the Community Renewal Program -, facilitated the formulation of planning and development policy and strategy, and the establishment of major, key program guidelines. Each of these elements are described in the following pages.

A. The New Information Base

When the Community Renewal Program was initiated, Boston was well embarked on the large-scale urban redevelopment program, outlined in the GENERAL PLAN 1965-75, but the information base needed to guide the evolution of policy, strategy and planning, was wholly lacking. Under the Community Renewal Program, an extraordinary information base has been developed.

Range of Studies Completed

A whole new body of knowledge and analysis has been marshalled. Basic new measures of growth and structural change of the economy of the City, - in terms of employment, production, and investment -,

have been developed. In-depth studies of office building demand and supply, retail trade patterns, the growth of high-grade service activities, and the decline of manufacturing activity, were carried out. Analyses of investment trends and patterns were made, and surveys of capital construction in progress and planned were conducted.

Information and analyses on population trends and patterns, including family formation, and the role of young marrieds, young singles, and the elderly, - as well as the aspects of race, education and income -, were assembled and reported. Surveys and analyses of changes in, and the condition of the housing stock, the demand and need for housing, residential property value trends, were carried out. Analyses and projection of the evolution of Boston's neighborhoods, the people, their housing, their needs and potential, were prepared.



Evaluations of the impact of urban redevelopment projects, residential and non-residential, public and private, carried out under the 1965-75 GENERAL PLAN, were made. The public safety needs and prospects for the future city were studied.

Information, analyses and projections of the fiscal aspects of the City were prepared, including trends and patterns in revenue and expenditures, public facilities and capital outlays, tax structure and incidence, and future needs. Analyses and projections of cultural facilities development and use, and visitors and tourism have been made.

The new information base sheds important light on the kind of City Boston is becoming and the kind of City Boston could be.

#### The Economy

Expansion of Boston's high-grade service activity oriented economy, in the past decade, has brought a substantial growth in jobs, production and investment. Since 1963, there has

been an increase of 60,000 jobs in a broad range of service activities, more than offsetting a continued loss in manufacturing. The production of goods and services, measured in dollars of constant value, has grown by more than one-third. The annual rate of investment in new construction and capital equipment, of all types is 50 percent larger than that of a decade ago. Boston, with a specialization in a broad range of service activities, including finance and insurance, higher education, medical service, recreation and tourism, business services, and government, is benefitting from the "services revolution", a national phenomena involving a greater growth in services activity jobs than in the production of goods. National and metropolitan region prognoses on the growth in services activity suggest a prospect for continued expansion of jobs, production and investment in the City of Boston over the next decade.

To accommodate the growth in service activity, Boston has been experiencing an office building boom which has increased office space by 9 million square feet since 1960, - representing a growth of more than 50 percent. New office construction underway and planned, taken together with prognoses of a further growth of 60,000 to 75,000 office jobs, indicate that office space may increase by 12 to 14 million square feet over the next ten years.

There are good prospects, also, for a revival of retail trade activity in the City. Though Boston ceded much of its metropolitan region market function in the past two decades, there are clear signs that changes in the City's retail market structure, already underway, will draw important new support from the growth in employment, resident population, and visitors.

A recently conducted survey of capital construction in progress and planned indicates that the role of Boston's service activity oriented economy will be substantially reinforced. There

will be a concentration of job, residential, and retail growth in the City Core Area. And large scale residential development and outlays for public facilities and capital improvement will revitalize Boston's neighborhoods and enhance Boston as a place to live.

### The Population

Recent net new population growth appears to be underway in Boston, reversing two decades of population loss in the 1950-70 period. Evidence of the fundamental change in trend is provided by the 1972 Census of the City's population, 20 years of age and over, conducted by the Boston Police Department. Growth in the years 1970-72 was concentrated in the 25 to 34 year age group, and parallels U.S. Census Bureau projections of national population growth patterns for the 1970-80 decade. The reported 1970-72 growth occurred in the more centrally located neighborhoods of the City.

The earlier decline in Boston's population, - from 801,000, in 1950 to 697,000, in 1960, and

641,000, in 1970 -, reflected the loss of manufacturing and trade jobs, the obsolescence of the City's housing and public facilities, and the effect of rising incomes, the interstate highway program and Federal mortgage insurance policy on the flow of families to the suburbs. Even while the fall-off in overall population levels was taking place, Boston was experiencing growth in young singles, young marrieds, and the elderly.

With the rise in jobs since 1963, the growing flow of in-commuters, the more recent large effort to revitalize the City's public facilities, as well as urban redevelopment and the improvement of the City's housing stock, the increase in young singles and young marrieds is now more than offsetting a reduced rate of exodus of families.

In the 1950-70 period of population decline, there was a polarization of population patterns between the City of Boston and its surrounding metropolitan area, leaving the City with a relative

concentration of the young, the old, the poor and the non-white.

Despite the population loss, and the pattern of polarization, there were significant gains in income, reduction of poverty, increases in the level of educational attainment, and improvement in the occupational characteristics of the labor force. Mean household income, expressed in dollars of constant value, rose by one-fourth, and the number of poor people has been reduced by one-fourth. More than one out of three households in Boston now have incomes of \$10,000 and over.

Boston experienced a sizeable net in-migration of black and Spanish-speaking population in the last decade, pushed by the growth in agricultural productivity which reduced the need for rural workers, and pulled by the opportunity to move from poor areas to less poor areas, - raising their share of the total City population from 8 percent, in 1960, to 20 percent, in 1970. This migration appears to have abated in the last five years, with the

improvement in economic conditions in the South and in Puerto Rico, and the depletion of the pool of potential migrants.

### Manpower

The quality of Boston's manpower, in terms of educational attainment and occupational skills, improved significantly in the last decade, - benefitting from the combination of special manpower and education programs, and the expanding level of better jobs. The share of Boston's labor force with a high school degree rose by 40 percent, and the proportion with a college degree increased by 60 percent, between 1960 and 1970. Similarly, the share of Boston's labor force in professional and clerical occupations grew by 22 percent, while those in operative and laborer occupations fell by 19 percent, in the 1960-70 period.

Labor market conditions in Boston also improved with an important narrowing of the gap between the rate of unemployment in the City of

Boston and that in the metropolitan area, in the course of the decade. As a consequence of the strengthening of Boston's job market, the flow of job in-commuters increased by one-third, between 1960 and 1970.

### Housing

Accompanying the growth in jobs and income, there was a substantial upgrading of the City's housing stock, and residential property values in most Boston neighborhoods have been rising at rates equal to and exceeding that in surrounding suburban cities and towns. As a consequence of new construction, (30,000 dwellings), demolition (26,000 dwellings), and rehabilitation (12,000 dwellings), the value of Boston's housing stock, measured in dollars of constant value, has increased by more than one-third since 1960. Residential property values in Boston, as reflected in market transactions, doubled between 1960 and 1972. This growth in residential property values in Boston compares favorably with that of the



suburban cities and towns in the metropolitan area, - and reflects a healthy housing market -, albeit the existence of "soft spots" in some neighborhoods.

With the recent and projected expansion of jobs, rise in income levels, and growth in the number of 25 to 34 year olds living in the City, the demand for housing for middle and upper income households is projected to increase by 40,000 dwelling units over the next 10 years. Over the same period, the need for new housing for the elderly is projected at 10,000 dwelling units, and the need for new low and moderate income housing is estimated at 10,000 dwelling units. Detailed projections of demand and need, by value class, and by neighborhood and sub-neighborhood areas have been made, based on a housing market analysis, and a study of the needs of the elderly and other low and moderate income families.

Recently conducted surveys of the condition of Boston's housing stock reveal that one out of four housing units in the City require fix-up and rehabilitation. Of these, approximately half would need

public loan and grant assistance. Detailed estimates of fix-up need, by five classes of condition need, and their respective costs, have been made by neighborhood and neighborhood sub-areas.

### Neighborhoods

Stimulated and buffeted by national economic, institutional, and demographic factors, and by the pattern of decline and revitalization of the City's economy, and the rebirth of the City as a place to live, Boston's neighborhoods have been experiencing a process of change and evolution as important, or more important, than the better known and documented postwar suburbanization.

At the national level, there was the postwar growth in income levels, the postwar baby boom, and the interstate highway program, and the Federal mortgage insurance policy, which spurred suburbanization. There was the growth in agricultural productivity which gave rise to migration from the rural South to the urban North. There was the services revolution which brought a newly

expanding role to the economies of our large cities. There was the demographic shift from the concentration of postwar population growth in the "under 19" age group in the quarter century following the end of World War II, to the projected growth of "25 to 34 year olds" in the 1970's, with life-styles favoring city living.

In the City of Boston, there was (1) the phase of decline, - loss of jobs in the 1950's, fall in population in the 1950's and 1960's, outflow of families and in-migration of the less advantaged, neglect of public facilities, and obsolescence of the housing stock, - and (2) the phase of revitalization, - growth in jobs beginning a decade ago, rise in income and educational levels, improvement of occupational skills, new construction and upgrading of the housing stock, launching of an ambitious public facilities program, and the reversal of two decades of population loss through the inflow of 25 to 34 year olds.

In the 1960's, urban redevelopment strategy attempted to stem the decline of the City as a place to live, and the spread of urban blight and decay, by fostering the renewal of inner-city and certain older neighborhoods. Public investment priorities were concentrated in the inner-city and certain older neighborhoods, leaving the other neighborhoods of the City to fend for themselves.

Large scale redevelopment, combining public and private sector efforts, including an ambitious public facility and capital outlay program, created a new Government Center, a new commercial center, new office and residential towers. In the inner-city and older neighborhoods, obsolescent housing and public facilities were demolished, and the process of replacement was begun. There was a substantial reduction of population and housing densities in the urban renewal project areas. Population was encouraged to move to less poor areas, and this pattern was aided by the rise in income levels, the reduction in poverty, and the improvement of the housing stock. The substantial reduction in population in urban renewal project areas equalled the

from 1960 to 1970.

Thus, even though Boston continued to lose population in the 1960's, albeit at a rate half that of the 1950's, the process of revitalization of the City, as a place to live, was started, and, by the end of the decade, was well underway.

The net gain in population, since 1970, reflects currents of strength enlarging the prospects and potential for all of the neighborhoods of the City, though in different degrees. These currents of strength, involving the influx of 25 to 34 year olds, the recent and prospective growth in jobs and income, private investment and public facilities and capital improvements, new housing and the upgrading of the existing housing stock, and commercial center revival, created new, though different, horizons for the City's varied neighborhoods. The quality of urban life in neighborhoods of young singles, young marrieds and the elderly, and in the suburban type neighborhoods, would be substantially enhanced. Living conditions

in the City Core Area and in the older neighborhoods would be significantly improved. And there is a large potential for revitalization of neighborhoods in transition, and for progress in inner-city neighborhoods.

Detailed analyses and projections of neighborhood development patterns were prepared, including social characteristics, physical structure, investment priorities, and environment. Statistical information was complemented with the insights of district planners, and neighborhood advocates.

#### Evaluation of the Impact of Urban Renewal Projects

As a guide to program planning, studies and surveys of the impact of urban redevelopment, public and private, were carried out. These studies measured and evaluated the impact of urban redevelopment on housing, property values, tax yields, jobs and income and blight.

The studies and surveys showed that, despite the shortfall in housing rehabilitation and new

housing construction, as well as blight reduction in urban renewal project areas, in comparison with planned goals, there was a significant enhancement of property values and tax yields, as well as growth in jobs and income.

A survey of the demographic impact of residential tower and high rise office development showed that these types of urban redevelopment were more successful in attracting new residents to the City than new workers. Two-thirds of the residents had not lived in the City before, but only one-third of the new office workers lived in Boston.

In a larger sense, urban redevelopment facilitated the growth in jobs, and made it possible for some of those who desired to live in the City to do so. Taxable property values have been rising since 1963, and there was a substantial upgrading of the quality of the housing stock. Incomes rose and there was a reduction in poverty. Social conditions were improved.

### Public Safety Requirements of the Future City

Attitudinal surveys identify public safety as a prime concern of citizens among factors affecting the quality of life in Boston. For this reason, and as a guide to planning, the public safety requirements of the future City were studied.

Taking into account the history, evolution, and characteristics of the Boston police force, on the one hand, and projections of economy, the population, and the neighborhoods of Boston, on the other hand, public safety service requirements were analyzed, and ways of adapting Boston's police force to serve the future needs were projected.

Through a conflux of special factors, involving projected large scale retirements in the 1970's, there is a great opportunity to reshape and upgrade the quality of the police force. This, together with prospects for the revitalization of the City and its neighborhoods, auger well for the potential for improving public safety in the 1970's.



### Fiscal Aspects

As a guide to planning, basic information and analyses on the fiscal aspects of City government, historical and projected, were developed. These included analyses and projections of expenditure patterns and revenue structure, evaluation of assessment practices and modernization of assessor's records systems, and the preparation of guidelines for a public facilities and capital improvement program and its financing.

Growth in municipal expenditures since the end of World War II have been closely attuned to the expansion of the City's economy, representing (with little variation) about 5 percent of the City's production of goods and services. As its economy expands, Boston must provide a growing flow of services and facilities (1) in its role as a Capitol City, a metropolitan center and a regional center, (2) for its workers, more than half of whom are suburban commuters, and (3) for its population, which includes a relative concentration of the State's disadvantaged who have special needs.

Unfortunately for the City, its revenue structure, and State aid entitlement, are more closely related to the City's population role, which has not been growing. And in contrast to the situation of most other large cities, Boston's revenue structure is limited to the taxation of property; there are no City income, sales, payroll or commuter taxes. Boston's revenue base has been further impacted by a large concentration of tax-exempt institutions which make up half of the City's property value. As a consequence, Boston's relatively small and modestly growing taxable property base must be squeezed through expanding rates to yield two-thirds of the City's revenue needs.

In the meantime, the expansion of jobs, production, and income created in the Boston economy is generating a rapidly rising flow of revenue for the State and Federal Governments. Boston's problem is mainly fiscal and not economic, and lies in its inability to adequately share in the revenue it generates.

## Land Use

The City has long recognized that antiquated, inadequate property tax procedures are discouraging the revitalization of urban properties, and limiting the City's capability to administer the tax system fairly, and to encourage a process of neighborhood improvement. In addition, the antiquated records system could not readily provide the basic information on land use needed for planning and program development.

To deal with these problems and needs, basic surveys and analyses of assessment practices were conducted, and an elaborate program of modernization of the assessors' records system and tax billing program was carried out. The surveys and analyses provided detailed historical and current information on assessment trends in relation to market value, by neighborhoods and type of property. The potential impact of revaluation of property assessments was analyzed and measured, by property age and type, and by neighborhood, thereby clarifying policy alternatives. The assessors' records system has been fully programmed and computerized,

facilitating rapid billing, and providing readily retrievable information on land use and parcels, for analysis and program planning.

### Public Facilities and Capital Improvements

A major new effort to revitalize the City's public facilities and capital improvements has been underway since 1968. Despite the importance of the initiative of Mayors Hynes and Collins in building, respectively, the War Memorial Auditorium and the Government Center, theirs was a period of relative neglect, with public facilities outlays averaging only \$20 million a year in the 1950-67 period. Since then, with Mayor White's priority focus on neighborhood revival, there have been large outlays for schools, libraries, parks, and community facilities. Public facilities outlays averaged \$50 million annually, in the years 1968-71, and reached \$90 million in 1972.

For the future, analyses and projections of public facilities planning guidelines, incorporating an evaluation of needs and project priorities, indicate the feasibility of a 10-year, 1973-82,

\$1.3 billion public facilities program. The public facilities share of total municipal expenditures would rise in accordance with City strategy to favor capital outlays in relation to those for current operations, with a view toward enhancing urban amenities and the quality of life in the City.

The financing of an ambitious public facilities program appears to be feasible. Only a modest rise in debt servicing as a percent of municipal expenditures would be required. Projected loan authorizations would not exceed the City's debt limit. Financing feasibility flows, in part, from the projected increase in tax yields as a consequence of the substantial growth anticipated in taxable property values, in line with the large private investment underway and planned. Public facilities financing will be substantially aided by the roles of the Federal and State governments and the private sector.

### Cultural, Art and Theatre Facilities

The development of cultural, art, and theatre facilities in Boston, in the 1960's, was substantial, as was the rise in use, both of which compared favorably with that of other large centers.

Further important growth and expansion of cultural facilities is underway and planned. There is a critical need for facilities for small theatre companies.

The availability of cultural facilities for the bicentennial celebration was surveyed.

### Airport, Seaport and Freeport Potential

As a guide to planning, studies of the prospects and potential of port activities, - airport, seaport, and freeport -, were commissioned. These studies showed large growth prospects for travel, a potential for containerized shipping, and limited prospects and feasibility of a free port.

### Tourism and the Bicentennial Celebration

Tourism, and the visitor expenditure it generates, is important to the economy of the City, in terms of job creation and income generation.

Tourism is one of the services exports of the City of Boston, along with higher education, medical service, finance and insurance and business services, which have long displaced manufactures as the primary export activity of the City. In addition, the prospect for a doubling of visitors to Boston for the 1975-76 bicentennial celebration holds forth both a potential opportunity as well as large potential problems of accommodating the expected flow of visitors.

To assess the visitor impact, as a guide to planning for the bicentennial, special studies were commissioned and in-depth analyses and projections have been prepared of the flow of visitors and their expenditure patterns, by detailed type of goods and services. The post-bicentennial level of visitors has also been projected.

The nature of Boston's bicentennial program makes these analyses especially important, since the City itself, with all of its historic and cultural sites, - the "freedom trail" -, will be the "Exhibit", and will receive the full impact of visitors.

#### A New and Unique Information Base for Planning

This then, as described above, is the new and unique information base developed, under the Community Renewal Program, as a guide to planning.

#### B. The Development Strategy

Drawing on the new information base, a far-reaching development strategy for Boston, in the 1970's, has been formulated. The strategy of the 1960's centered on reducing blight and decay in the inner-city and certain older neighborhoods, in an attempt to reverse the general decline in jobs, population and the quality of life experienced after World War II.

While taking advantage of the achievements of the 1960's, the strategy of the 1970's is designed to mobilize the formidable currents of strength, already evident and in prospect, to achieve larger goals for advancing the quality of life in all of the City's neighborhoods, in a new



City-wide focus on planning and development. For the 1970's, the recent and prospective growth in jobs, income, and population, - the transformation of the City as a place to work, and as a place to live -, point to the need for new directions to achieve a new potential. The potential is further enhanced by the recent and prospective growth in investment, and the large public and private commitment to capital construction in office buildings, commercial space, and hotels and motels, in medical and educational institutions, in new housing and the fix-up of existing housing, and in public facilities and capital improvements.

For the 1970's, the private sector role will be larger, in response to expanding opportunities. The role of Federal monies will be smaller, while that of the City and the State will be greater.

The strategy for the 1970's centers on the planning policy opportunity to take full advantage of the currents of strength, and the large public and private capital construction underway and planned, to achieve

good things for all of the City's neighborhoods.

In this strategy, there is a large potential for leveraging the fewer Federal dollars likely to be available, under the Better Communities Special Revenue Sharing Program, in a new approach to urban development. Larger private sector, City and State capital construction monies, complemented by new programs for financing, code enforcement, taxes, and other aspects of planning, development, and social policy, can help attain important advances in all of the City's neighborhoods. In some neighborhoods, achievement will be easier than others, and Federal dollars spent on key priority projects and programs can go a long way in mobilizing the effectiveness of the larger volume of private, City and State dollars. The strategy of the 1970's is geared toward welding a larger City-wide effort, while recognizing the need to complete the commitment of the 1960's, with the full knowledge that progress will come more readily in some neighborhoods than in others.

The key elements of the strategy of the 1970's are described in the following pages.

Reinforce the Expanding Service Activity  
Oriented Role of Boston's Economy

Growth in jobs, and the income they generate, are basic to the progress Boston has been experiencing, and are key to the larger goals for the quality of urban life which can be achieved in the 1970's. In this fundamental sense, the prospects for Boston are good, and auger well for the City's future. Capital construction underway and planned in the City's private sector service activities alone will bring 60,000 new jobs, and decennial targets point to a potential for 80,000 private service sector jobs. These would be complemented by targets for 3,000 industrial jobs, and 15,000 public sector jobs, including those of the Federal and State governments, the semi-autonomous agencies, and the City.

A main element of Boston's development strategy, therefore, centers in reinforcing the expanding service activity oriented role of the City's economy.

We must encourage this role through planning and policy, by providing the public facilities and capital improvements needed to enhance the City as a place to work, by improving urban amenities, and by making it possible for those who wish to live in Boston to do so.

Foster the Rebirth of the City as a Place to Live

The growth in jobs, the rise in income, the revitalization of public facilities and capital improvements, the upgrading of the City's housing stock, are already reversing two decades of population decline. This, together with the prospective concentration of the Nation's population growth, in the 1970's, in the 25 to 34 year age group, and their preference for City living, hold large and favorable prospects for the rebirth of Boston as a place to live. The goal for advancing Boston as a place to live is important in itself, but is also basic to progress for the City as a place to work; a decaying, declining City would hardly be conducive to the growth in jobs.

A key element of Boston's development strategy, therefore, involves planning and policy addressed to the revitalization of public facilities and capital improvements, construction of new housing and improvement of the existing housing stock, and the upgrading of public services, all geared toward advancing amenities and the quality of urban life.

Fortunately for Boston, large public and private sector efforts are already underway in these areas. The role of planning and policy is to aid, assure, and further these efforts underway.

Encourage the Economic, Residential, and Retail Growth of the City Core Area

A new stage of centralization in the City Core Area is underway, involving office jobs, people, housing and retail activity. The new process of concentration in Boston's City Core Area began a decade ago with the start of the office building boom. More recently, a residential development boom has begun with the construction of residential towers and the conversion of antiquated warehouses, and office buildings into dwelling units.

And, just now, a retail development upsurge is emerging as the Central Business District's traditional metropolitan region market role is being supplemented to serve the expanding flow of downtown workers, downtown residents, and visitors and tourists.

The prospects for a thriving downtown, where two-thirds of the City's jobs are, is vital to the City's future. These prospects can be enhanced through planning and policy.

Promote the Conservation, Improvement and Revitalization of Boston's Neighborhoods

The betterment of the quality of life in Boston's neighborhoods is what planning and policy and development strategy is all about. Strengthening of the City's economy, rebirth of Boston as a place to live, and revival of downtown, are essentially stepping-stones towards the larger potential for enhancing the quality of urban life in Boston's neighborhoods.

Newly emerging factors of strength suggest that much can be done for all of the City's neighborhoods

in the 1970's. Beyond the rise in jobs and income, recent and prospective, there are a number of key elements focusing directly on the quality of life in the neighborhoods.

The expanding public facilities and capital outlay program is bringing new schools, libraries, park improvements and community facilities to all of the City's neighborhoods, reversing an earlier era of neglect when the City limited its effort largely to the building of a new Auditorium and a new City Hall. New housing construction, recent and prospective, largely private, is upgrading the housing stock, and recently conducted surveys suggest a large potential for improving existing housing. Urban redevelopment has substantially reduced blight and densities, though the job is far from complete. Housing program and policy analyses indicate a large potential through new policy in financing code enforcement, and taxes.

The prospects, potential and needs of Boston's neighborhoods vary, calling for differential programs and policies. In the neighborhoods of young

singles, young marrieds and the elderly, and in suburban type neighborhoods, much can be achieved toward conservation of the quality of urban life, largely through private sector efforts, with a minimal, though important, public sector role. Older neighborhoods and the Central Area require a larger public sector effort, to complement private initiative, to improve the quality of urban life. Neighborhoods in transition, absorbing the impact of new population flows, and inner-city neighborhoods, have larger needs requiring costlier public sector efforts to induce a greater private sector role to achieve their potential for revitalization. It is here that the possibilities for important leveraging of Federal dollars under the Better Communities Special Revenue Sharing Program lies.

New public programs and policies will be needed, and planning and policy can do much to achieve large goals for the conservation, improvement and revitalization of Boston's neighborhoods.



### C. Planning Directions

New planning efforts and directions are already underway to implement Boston's development strategy for the 1970's. These include the preparation of plans, in progress, and planning guidelines for public facilities and capital improvements, housing, community development, the City Core Area, economic development, the revolutionary bicentennial celebration, investment and financing, and the "better communities special revenue sharing program".

The new planning effort differs from that of a decade ago in several important respects. The focus is City-wide, addressing the need and potential of the whole City and each of its neighborhoods. The effort draws on currents of strength of a City whose economy and population are growing. It comes at a time of rising public and private commitment to ambitious capital construction schemes, with their perspective for a larger potential in this decade.

The scope of the new planning effort is broader, and involves new roles for the City's planning and

development agency, and for the Mayor's Office and his principal departments.

In this new planning effort, the Community Renewal Program is only one of several main actors, but its role is important. The Community Renewal Program, through the new information base, has provided basic analyses and projections, surveys and special studies, outlining trends, patterns, prospects and potential, and assessing needs and feasibility; - yielding new dimensions of understanding of the City of Boston and its possible futures. In addition, the Community Renewal Program provided planning guidelines for key aspects of the new planning effort, including program scope, horizon and content, the investment cost dimension and financing feasibility, and the definition of goals and program targets. Where planning efforts were limited or halting, the Community Renewal Program provided a supportive and broadening role.

In both of its roles, involving planning information and planning guidelines, the Community Renewal

Program served as catalyst and was deeply involved in each of the new planning efforts described below.

Public Facilities and Capital Improvements  
Program

A planning landmark for Boston was achieved in February 1973 when the City's Public Facilities Commission officially adopted a 10-year, 1973-82 public facilities and capital improvements program, in conjunction with the Mayor's presentation, to the City Council, of a loan order request to fund the 1973 capital program.

The 10-year capital program was the product of a collaborative effort of the Community Renewal Program, the Planning and Research Departments of the Boston Redevelopment Authority, and the City's Public Facilities Department, Public Works Department, Office of Public Services, and Office of Administration and Finance.

In this effort, the Community Renewal Program played a substantial role. Analyses and projections of public facilities and capital improvements planning guidelines were prepared, in relation to the

projected growth of the economy, the social characteristics of the population, and the needs and potential of neighborhoods. These facilitated project and program selection and evaluation. In addition, analyses and projections of the City's fiscal capacity and financing strategy for capital outlays were made.

The ambitious, far-reaching public facilities and capital outlay program calls for the expenditure of \$1.3 billion over the ten-year period, 1973-82, and represents a three-fold increase over the level of the City's capital outlays in the preceding decade. The program provides for a very substantial effort in the construction and renovation of schools, libraries, fire and police stations, hospitals, parks and recreation facilities, streets and sidewalks, water, sewer and bridge facilities, industrial development, urban renewal, and neighborhood improvements. All of the City's neighborhoods will participate in this program, reflecting the City-wide planning focus adopted

by Mayor Kevin H. White. The capital program represents a key element of City strategy to conserve, improve and revitalize Boston's neighborhoods.

### Housing

Boston is just now putting the finishing touches on a new, wide-ranging "housing program and development strategy", currently in preparation by the Housing Task Force of the Research and Planning Departments of the Boston Redevelopment Authority, with the collaboration of the City's Housing Inspection Department, Assessing Department, Office of Elderly Affairs, and the Rent Control Board.

The Community Renewal Program contributed importantly to the preparation of the housing program and strategy through the provision of analyses and projections of demand and need, drawing on the perspective for the prospects and potential for jobs, population and income, and the alternative futures of neighborhoods.

The strategy and program, responding to analyses and measures of demand, and a large private sector effort already underway, aims at inducing the private construction of a substantial volume of new housing for middle and upper income households (some 40,000 dwellings), over a 10-year period. The strategy and program also call for meeting the needs of the elderly (10,000 new dwellings), as well as those of other low-and-moderate income families (10,000 new dwellings) over the next 10 years. The distribution of demand, need, and potential, by neighborhoods, has been developed as part of the strategy and plan. These reflect the large concentration of demand in the City Core Area, as well as the demand and need in each of the City's neighborhoods. The target for the construction of 60,000 dwellings, over a 10-year period, is more than double that actually experienced in Boston in the past decade, but the feasibility of these more ambitious goals is suggested by the fact that

dwelling unit construction underway, planned and proposed already total 39,000.

A sophisticated and pinpointed strategy for improving the existing housing stock of the City has been prepared. Drawing on detailed surveys of the condition of housing, and analyses and projections of the future of neighborhoods and their capacity to finance fix-up, the program and strategy call for achieving large city-wide goals for housing upgrading through complementing private effort with public planning, policy, and limited financing. The program is aimed at the one out of four of the City's dwellings in need of moderate and major fix-up, and the one out of two of these needing public loan insurance, or grant assistance.

To implement the goals for new construction and fix-up, the housing strategy and program includes the design of new and modified policies for financing, code enforcement, taxes and rent control, and a larger private sector role.

### Community Development

Planning and development strategy in the 1960's had involved the relative neglect of the City's neighborhoods outside of urban renewal project areas. Implementing Mayor Kevin H. White's policy of fostering the potential of each of the City's neighborhoods, and taking advantage of favorable job and income trends and prospects, as well as the large City effort in public facilities and capital improvements, and the sizeable private sector commitment in housing, an ambitious community development plan, covering all of the City's neighborhoods, is being formulated.

This effort, spearheaded by the Planning Department of the Boston Redevelopment Authority, includes substantive collaboration with the Mayor's Office of Public Services, and its neighborhood services center, the City's Public Facilities and Public Works Departments, and the Housing Task Force, the Research Department, and Community Renewal Program of the BRA. In this effort, the Community Renewal Program provided analyses and projections of the evolution and prospects of the City's



neighborhoods, as well as planning guidelines on the residential and commercial sub-area potential, and the role of upgraded public facilities and private sector investment and financing.

#### City Core Area Planning and Development

In the 1960's, major new public and private development efforts carried out in the City Core Area facilitated the revitalization of the City's economy, and the subsequent reversal of two decades of population decline. These efforts included the Government Center, the Prudential Center, the Waterfront and South Cove projects, and the large-scale downtown office building boom. Planning and development for the City Core Area remained incomplete and fragmented, however.

New development pressures in the 1970's, however, - the expanding rate of office building, rising residential demand, the beginnings of a retail revival, the activation of the South Station project, and the restoration of the Faneuil Hall-Quincy Market area, highlighted the urgency for planning integrally for the City Core Area, including the

traditional Central Business District, Back Bay-Beacon Hill, and the Fort Point Channel Area.

In response to this need, a new City Core Area Planning and Development effort was initiated last year. For this effort, the Community Renewal Program provided a broad new framework of planning information on the role of the greater downtown area as a place to work, to live and to shop. Planning guidelines were prepared on the downtown economy, residential preferences, the potential for retail revival, and the need for cultural facilities. Analyses and projections of the private market potential and public facilities needs, and investment cost, public and private, and financing feasibility, were made.

#### The Revolutionary Bicentennial Celebration

Geared to the theme of "the City as the Exhibit" and "the City as Educator", Boston's celebration of the bicentennial of the American Revolution, in 1975-76, holds a potential for advancing the quality of life in the City, through (1) the impact of tourism on

the economy, (2) the opportunity to revitalize some of Boston's public facilities and capital improvements, (3) the upgrading of cultural, theatre, art, and recreation facilities, and (4) new educational facilities.

To aid the planning for the bicentennial, and to help achieve this potential, the Community Renewal Program prepared a broad range of analyses and projections, and conducted special studies. These included studies on the economic impact of tourism, analysis of public facilities needs, and surveys of availability of cultural, theatre and art facilities and projected needs.

#### Economic Development

Recent growth and future prospects for the broad range of service activities, in Boston's service oriented economy, are favorable, and basic to the future of the City. Other important aspects of Boston's economy, - manufacturing and retail trade activity -, were not doing as well. The decline in manufacturing employment, which had lost to the City upwards of 40,000 jobs since the end of World War II, was continuing. Retail

sales in the City were recovering from their post-war low reached a decade ago, but sales in the old, traditional Central Business District were still falling.

In accordance with its planning information and planning guidelines role, the Community Renewal Program prepared analyses of the structure, trends, and characteristics of Boston's manufacturing and retail trade activity, and projected the prospects and potential. In each case, a strategy was formulated, drawing on factors of strength, and targets for growth and development were established. In manufacturing, the principal need is to assemble space for modernization, expansion and rationalization of production, and program targets call for the establishment of industrial parks, involving 50 to 200 acres city-wide, to facilitate the creation of 3,000 to 10,000 new jobs. In retail trade, there is a good potential for growth in the City Core Area, in view of the expansion of jobs, population and visitors in prospect.

Planning guidelines have been prepared in collaboration with the City's Economic Development and Industrial Commission, the BRA's City Core Area planning task force, and the Boston Retail Trade Board.

#### Investment and Financing

A basic aspect of Boston's large goals for planning and development is the potential for investment and financing, public and private. As a step towards the formulation of 10-year investment targets, a study of investment trends and patterns was undertaken, and a survey of capital construction underway and planned was carried out.

The investment study showed a rising trend of investment, - from annual rates of \$650 million, in the years 1960-67, to \$850 million, in the years 1968-71, and \$1 billion in 1972, (all expressed in dollars of constant value).

The survey of capital construction showed that \$6.6 billion of capital projects, public and private, were underway and planned, in

office building, commercial space, hotels and motels, medical and educational institutions, manufacturing industry and utilities, new housing construction and rehabilitation, and public facilities of the City, State, Federal government and the semi-autonomous agencies. The survey of capital construction in progress and planned, when adjusted to include capital equipment, suggests that an annual rate of investment of \$1.25 billion is in prospect over the next 4 to 6 years.

Combining this planning information with prospects and program targets in the key areas of the City's economy, public and private, led to the formulation and establishment of 10-year investment targets totalling \$12 to \$14 billion, with the associated creation of 75,000 to 100,000 net new jobs.

Analysis of the component programs which make up the city-wide investment targets suggest the financing of the ambitious program is feasible, though new legislation to create new devices for

financing housing rehabilitation and certain types of urban redevelopment and public facilities and capital improvements will be needed.

The Better Communities Special Revenue Sharing Program

Boston's new city-wide planning and development effort is in tune with the proposed "better communities special revenue sharing program". The City-wide focus of Boston's new planning effort is addressed toward achieving the differential potential of each neighborhood by drawing on the new factors of strength underway and in prospect, - the expansion of jobs and income, reversal of two decades of population decline, the large private sector commitment to housing construction, and the important public sector commitment to public facilities and capital improvements. Planning can help assure the achievement of these prospects and the fulfillment of these commitments.

In this circumstance, the relatively few Federal dollars likely to be available under the "better communities special revenue sharing program" can have a large leveraging role by funding

key projects, (where alternative financing is not likely to be available), thereby mobilizing the much larger prospect for private and public sector investment.

The Community Renewal Program, collaborating with the Planning and Research Departments of the Boston Redevelopment Authority, has contributed to the preparation of a "better communities revenue sharing program" through planning information and planning guidelines which identify neighborhood condition, need, and potential and the possibilities for marshalling larger private and public sector efforts through the use of limited Federal dollars in key areas and projects.



## II. THE ROLE IN CITY POLICY AND DECISION MAKING

The broad span of the new planning information base, the planning guidelines, and the mobilization of talent which these represented, created a recognized capability which the Mayor and his principal aides have drawn upon regularly in the formulation of City policy and decision making. This role ranged from assisting the Mayor in the formulation of planning and development goals and policy, and fiscal strategy, to providing planning and management assistance on a variety of important issues. The following summary describes the role of the Community Renewal Program in City policy and decision making, and in planning and management.

In his Inaugural Address, marking the commencement of his second term in office, on January 3rd, 1972, Mayor Kevin H. White presented an analysis of the City's potential and a set of ambitious development program goals, prepared under the Community Renewal Program. Implementing his basic strategy to revitalize neighborhoods and promote community development, Mayor White has adopted

a broadly expanding public facilities and capital improvement program, whose dimensions were established by the Community Renewal Program. Encouraging new housing construction and housing fix-up in Boston's neighborhoods, Mayor White has directed his Office and his departments of housing inspection and assessing, and the Boston Redevelopment Authority to adopt policies of inducement, in line with the goals and strategy formulated in the Community Renewal Program.

When fiscal constraints forced a program of austerity on the City in 1973, Mayor White adopted a strategy of curtailing operating expenditures while maintaining the expanding capital program, in line with his goal to improve the quality of urban life in the City. In the formulation of City tax policy, Mayor White has adopted a strategy based on the thesis that the City's problem is fiscal, not economic, and arises from an inequitous state tax structure which does not enable the City to share in the expanding revenue it is generating; drawing amply from the work of the Community Renewal Program.

In a major effort to marshall the private business community behind the City's development program, Mayor White,

speaking to a group of 60 of Boston's top business and financial leaders, in December 1972, presented the planning and development perspective of the City of Boston, and outlined the City's own large investment commitment, as well as that of the private sector and other public agencies, utilizing the work of the Community Renewal Program.

Boston is placing increased reliance on its own resources to provide an expanding level of urban facilities, and is making larger use of the municipal bond market. Despite the broad redevelopment of the City in the past decade, and the fine perspective for the future, Boston's BAA bond rating has not changed since 1958. Mayor White is relying on the planning and development perspective prepared under the Community Renewal Program to help mobilize the financing for his ambitious program, under terms favorable to the City.

Over and above the direct role in Mayoral policy and decision making, the Community Renewal Program is providing planning and management assistance to the Mayor's office in a broad range of areas. In budget strategy, the importance

of the planning and development program, as outlined under the Community Renewal Program, induced the adoption of a policy favoring capital outlays in relation to current operating expenditures. For the Assessing Department, a modern computerized assessing records system has been established, and the Community Renewal Program has provided an analysis of the impact of assessment revaluation, as well as new estimates of the market value of taxable property.

For the City's Economic Development and Industrial Commission, the Community Renewal Program conducted a survey of industrial establishments to identify needs and problems, provided analyses and projections of the potential for industrial development, and prepared analyses and projections of the demand and supply of manpower, highlighting the mismatch of available skills and job requirements.

In the selection of the new Police Commissioner last year, and in the reorganization of the Police Department, currently underway, the Community Renewal study of the public

safety service needs of the future city, and the role and characteristics of the Police Department, provided important background information.

For the newly established Commission on Secondary Education, charged with taking a major new look at secondary education needs, for the first time in a decade, the Community Renewal Program provided basic demographic analyses and projections of the secondary school age population.

For the transition from Federal categorical grants to better communities special revenue sharing, the Community Renewal Program provided a city-wide perspective for planning and development, outlining the differential needs and potential of the City's neighborhoods, and identifying the possibilities for leveraging Federal dollars in the mobilization of the much larger investment capabilities of the private sector and other public agencies.

III. A CONTINUING AGENDA; URBAN RENEWAL AND BETTER  
COMMUNITIES' NEEDS; PLANNING FOR THE FUTURE CITY

Work undertaken under Boston's Urban Renewal Program is not yet complete, and the commitments made are not yet fulfilled. An estimated \$110 million would still be required to complete the Urban Renewal Program adopted in the General Plan, 1965-75, and approved by the Federal Government. About half of this amount represents Federal money needed.

But the transformation of the City in the past decade, the progress achieved, the emergence of a new potential for the City's neighborhoods, and changes in priorities of the City, State and Federal governments, and the more limited perspective for the availability of Federal money, suggest that the unfulfilled commitment must be weighed and incorporated in the larger focus the City must now take.

This is the task presently confronting the City of Boston. In the shaping of the new city-wide planning and development program, which is aimed at achieving the differential potential of each of the City's neighborhoods, the City's strategy is designed to leverage the fewer

Federal dollars likely to be available, to mobilize the much larger investment possibilities of the private sector and other public agencies. In this effort, and within the scope of its capabilities, the City of Boston and the Boston Redevelopment Authority will attempt to fulfill commitments made under the Urban Renewal Program, to the extent possible. Nevertheless, with the grim perspective of fewer Federal dollars, the City will be hard put to meet the commitment made jointly by the City and the Federal government.

Over and above the projects of the officially adopted Urban Renewal Program, our analysis of changes in population, housing and neighborhood conditions, in the past decade, highlights the emergence of neighborhoods in transition, areas impacted by change, with a potential for progress and upgrading. Our intention is to focus on the needs of these critical areas under the better communities special revenue sharing program.

IV. THE RECORD OF PLANNING INFORMATION AND PLANNING  
GUIDELINES PROVIDED

Following is a list of publications, draft reports,  
and write-ups in process of review, representing the  
record of planning information and planning guidelines  
provided.



BOSTON REDEVELOPMENT AUTHORITY  
RESEARCH DEPARTMENT  
COMMUNITY RENEWAL PROGRAM

PUBLICATIONS, DRAFT REPORTS, WRITE-UPS IN PROCESS  
OF REVIEW

I. PUBLICATIONS

1. The Expanding City of Boston Economy. (EC-1) July 1970, 74p.
2. Population and Income of the City of Boston, Recent Evolution and Future Perspective. (PH-1) June 1970, 51p.
3. Air Transportation for Boston, 1970-1990. (1970)
4. The Boston Seaport, 1970-1990. (1970)
5. Prospects for a Foreign Trade Zone in Boston Harbor. (1970)
6. The Prudential Center, Part One: Its Direct Impact on Boston. September 1969, 18p.
7. The Prudential Center, Part Two: Its Effect on the Surrounding Area. December 1969, 8p.
8. Washington Park. October 1969, 42p.
9. Government Center. February 1970, 22p.
10. A History of Boston's Government Center. June 1970, 16p.
11. The Prudential Towers and Charles River Park Apartments: The Effect of High Rise on Boston's Population. July 1970, 13p.
12. The City; - Sandbox, Reservation, or Dynamo? September 1972, 32p.
13. A Demographic Revolution: The Impact of Office Building and Residential Tower Development in Boston, December 1972, 37p.
14. Boston's Development Prospects; Commitment to the City's Future; Report of a Survey of Capital Investment Projects and Programs, Underway, Planned and Proposed, January 1973, 82p.

15. Projections of the Secondary School Age Population of Boston for 1980 and 1990, May 1973, 28p.
16. Our Cities in the Seventies and the Forrester Model; The Case of Boston Where It All Began, April 1973, 26p.

## II. DRAFT REPORTS

1. Manpower Demand and the Labor Force of the City of Boston
2. Fiscal Aspects of the City of Boston Economy
3. Residential Property Value Trends in Boston
4. Public Safety Service Needs of the Future City of Boston
5. Planning in Boston; The Historical Record
6. Office Building Demand and Supply
7. A Land Use Profile of Ward 5
8. Planning for Boston; Public Facilities and Capital Improvements; The Record, 1960-67; The Revitalization, 1968-72; The Program, 1973-82
9. The Value of Boston's Housing Stock, 1950, 1960 and 1970.
10. Investment in Boston; Evolution, Prospects, Potential, Policy Strategy, Targets, Program
11. Rebirth of Boston as a Place to Live; Emergence of New Age Structure and Neighborhood Patterns.

III. REPORTS; RESEARCH AND SURVEYS COMPLETED;  
WRITE-UP IN PROCESS

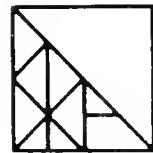
1. Boston's Emerging Development Strategy; Planning for the 1970's; A Community Development Program for Boston; Final Report of the Community Renewal Program.
2. A Housing Development Strategy for Boston; Demand, Needs, Policy, Targets, Program
3. Public Attitudes Toward Urban Development; A Survey
4. Land Use in Boston
5. New Light on Boston's Population and Housing; Neighborhood Development Patterns; Report on the 1970 Census Results
6. Boston's Population, A Demographic Analysis
7. Survey of Characteristics of Tenants and Workers in New Residential and Office Towers
8. Survey of Subsidized Housing
9. The Retail Trade Potential of Boston and Its Principal Neighborhoods
10. Art and Cultural Facilities Needs and Program Development
11. Neighborhood Development Patterns and Potential
12. City Core Area Planning and Development







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